

# Wyoming Department of Corrections Annual Report

**REPORT PERIOD:** FY2009 (July 1, 2008 through June 30, 2009)

## GENERAL INFORMATION:

**Agency:** Wyoming Department of Corrections

**Director:** Robert O. Lampert, Director

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**Other locations:** Afton, Buffalo, Casper, Cheyenne, Cody, Douglas, Evanston, Gillette, Green River, Jackson, Kemmerer, Lander, Laramie, Lusk, Lyman, Newcastle, Pinedale, Powell, Rawlins, Riverton, Rock Springs, Sheridan, Sundance, Torrington, Wheatland, Worland

**Year established and reorganized:** The Wyoming Department of Corrections (WDOC) was established in 1991 as part of the reorganization of Wyoming state government. WDOC assumed management of the four state penal institutions that had previously been under the administration of the Board of Charities and Reform, which was created in 1889, and the Department of Probation and Parole, which was created in 1941. WDOC continued to provide support to the Board of Parole until 2003 when the Board became a separate operating agency.

**Statutory references:** W.S. §§ 9-2-2012; 25-1-104; 25-1-105

Additional references at: W.S. §§ 7-13-103 through 108; 7-13-301 through 307; 7-13-401 through 424; 7-13-501 through 504; 7-13-701 through 702; 7-13-801 through 807; 7-13-901 through 915; 7-13-1001 through 1003; 7-13-1101 through 1107; 7-13-1301 through 1304; 7-13-1401; 7-13-1501; 7-15-101 through 105; 7-16-101 through 7-16-311; 7-18-101 through 115; 7-19-101 through 7-19-603; 7-22-101 through 115; 9-1-701 through 9-1-710; 9-2-2701 through 2707; 25-1-201; 25-2-101 through 104

**Organizational structure:** Division of Central Services, Division of Field Services, Division of Prisons, Administration, Investigations, and Policy and Planning

**Clients served:** Offenders sentenced by the courts to serve prison sentences, released to parole by the Parole Board, or placed on probation by the courts (including offenders from other states who transfer to Wyoming under the standards of the Interstate Commission on Adult Offender Supervision)

## WYOMING QUALITY OF LIFE RESULTS STATEMENTS:

- Wyoming families and individuals live in a stable, safe, supportive, nurturing, healthy environment.
- Wyoming state government is a responsible steward of State assets and effectively responds to the needs of residents and guests.

### CONTRIBUTION TO THE WYOMING QUALITY OF LIFE:

- The Wyoming Department of Corrections (WDOC) contributes to the Wyoming quality of life by providing for the safety of families and individuals through effective management of offenders in prison and in the community.
- In as cost-effective manner as possible, using research-based approaches, offenders are given opportunities to become law-abiding citizens, while the department addresses the needs of victims and the public.

### BASIC FACTS ABOUT THE WYOMING DEPARTMENT OF CORRECTIONS:

WDOC operates four adult prisons (three male facilities: the Wyoming Honor Conservation Camp and Boot Camp in Newcastle, the Wyoming Honor Farm in Riverton, and the Wyoming State Penitentiary in Rawlins; and one female facility: the Wyoming Women's Center in Lusk). A fifth prison will soon be completed and is scheduled to open in early 2010 (the Wyoming Medium Correctional Institution in Torrington). The department also contracts with three adult community corrections centers (Casper, Cheyenne, and Gillette). WDOC is responsible for the supervision of adult probation and parole offenders statewide.

#### **FY2009 Staffing**

1,291 FTEs  
3 part-time employees  
10 AWECS

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**1,304 Total Staff\***

#### **FY2009 Budget**

General Funds	\$115,551,986
Federal Funds	\$1,128,392
Other Funds	\$6,211,061

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**Total** **\$122,891,439**

\*Staff total does not include contracted service providers  
such as medical staff

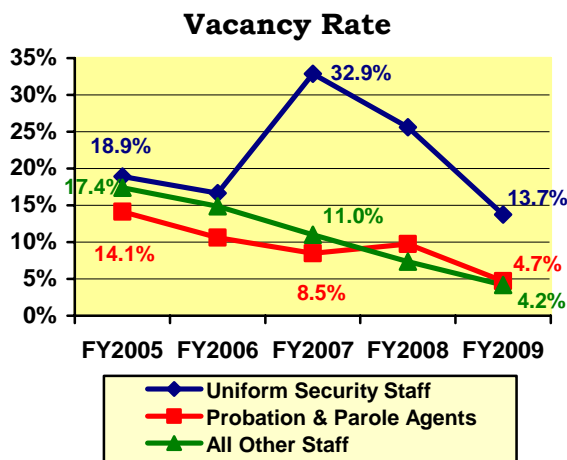
The average daily population (ADP) for WDOC inmates for FY09 was 2,033. Approximately 722 of those inmates were housed in non-department facilities, including adult community corrections centers, out-of-state facilities, county jails, as well as a 100-bed secure treatment facility in Casper. Placement out-of-state and in county jails was the result of a shortage of housing space. The projected ADP for offenders currently under WDOC supervision for probation and parole for FY09 is 7,488. For FY09, there were 815 inmate intakes with 771 inmate terminations; 2,771 probation intakes with 3,292 probation terminations; and 356 parole intakes with 279 parole terminations. In addition to offenders, WDOC serves victims, families, and the public. The entire State of Wyoming is potentially served by WDOC.

### PRIMARY FUNCTIONS OF THE WYOMING DEPARTMENT OF CORRECTIONS:

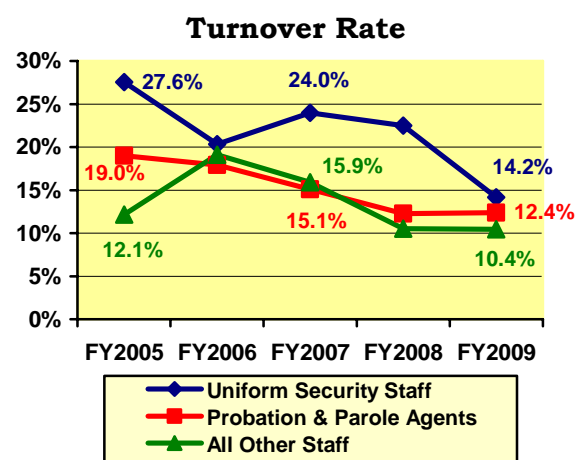
- **Public Safety:** WDOC contributes to safer communities by exercising reasonable, safe, secure, and humane management of inmates, probationers, and parolees.
- **Rehabilitation:** Using research-based "best practices," WDOC actively provides offenders opportunities to become law-abiding citizens.
- **Case Management:** WDOC utilizes a structured process of assessing an offender's risks and needs in order to target areas for treatment and intervention.
- **Correctional Standards:** WDOC adheres to standards within the corrections profession that ensure the safety and security of staff, offenders, institutions, and the public while providing for the professional management of offenders.
- **Good Stewardship:** WDOC develops partnerships with victims, community members, public agencies, and private agencies to better meet the department's mission in a meaningful and cost-effective manner.

**PERFORMANCE MEASURE #1: The percentage of vacant positions within the agency (Vacancy Rate) and the percentage of employee turnover (Turnover Rate).**

**PRIMARY FUNCTIONS:** Public Safety; Correctional Standards; Good Stewardship



**Note:** The vacancy rate is the percentage of vacant positions determined by the average number of vacant positions divided by the total positions authorized.



**Note:** The turnover rate is the percentage of employee turnover determined by the total vacancies created divided by the total positions authorized.

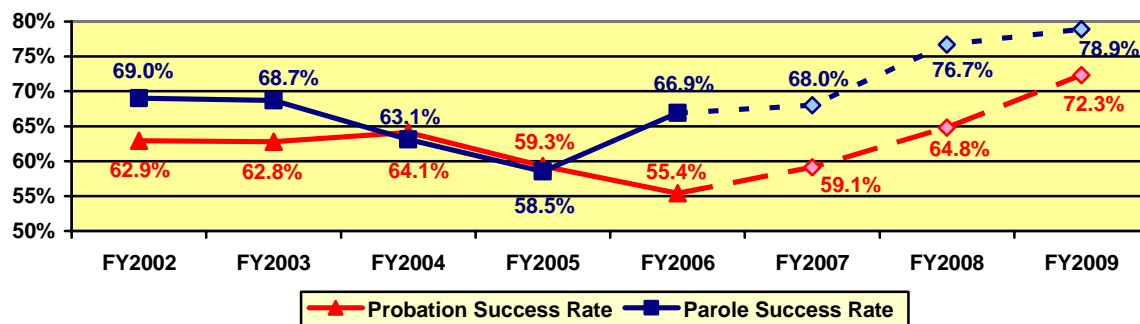
**Story Behind the Last Year of Performance:** The vacancy rate is a measure of the authorized positions that remain unfilled. Those vacancies may exist as the result of employees leaving or with the allocation of new positions. The vacancy rates for FY09 show dramatic improvement from FY08, especially for uniform security staff. The vacancy rates for all employee groups reached all-time lows. The turnover rate shows the rate at which employees are leaving WDOC. Turnover primarily results from voluntary separation, but includes involuntary separation as well. The turnover rates for FY09 reflect a decrease in the number of staff leaving WDOC. Dramatic improvements are seen here as well, especially for uniform security staff, with rates reaching all time lows. The difficulty in recruiting and retaining security staff remains a challenge for the department, but the current economic situation in the state and nation makes corrections positions attractive jobs. It will remain a challenge to continue keeping vacancies low as WDOC has begun recruiting to fill approximately 350 new positions for the new prison in Torrington.

The nation-wide trend of shortages for security staff continues, though several states are laying-off correctional staff. WDOC has been aggressively recruiting staff with prior correctional experience from other states. The ability to attract and retain staff is necessary for the safe and efficient operation of correctional facilities, field offices, and department operations. The department believes that the reasons for improved vacancy and turnover rates are the result of both the aggressive efforts of the department (largely enabled by an appropriation from the Legislature) and the downturn in the economy, which makes stable state jobs desirable employment.

**What has been accomplished?** The department continues to review staffing standards to ensure the adequate complement of staff to offender/inmate ratios. Recruiting efforts have been aggressive and proactive, focusing on potential employees with prior corrections experience, those exiting the military, and high school and college students with an interest in careers in criminal justice. The department conducted 58 recruiting trips in 16 states in FY09 and has hired 322 new employees, including 215 POST certified staff. The department has begun to focus on retention efforts, seeking to keep current staff. WDOC has worked to ensure that staff salaries, especially those in the correctional series, are adequate. The POST certification of correctional officers has helped to professionalize the correctional staff series. WDOC has established new policies that allow for flexibility in setting staff work schedules. Retention efforts have focused on employee housing, staff-supervisor relationships, and improved communication.

**PERFORMANCE MEASURE #2:** The percentage of probationers and parolees who successfully complete supervision and do not return to the WDOC within three years of release from supervision.

**PRIMARY FUNCTIONS:** Public Safety; Rehabilitation; Case Management



**Note:** Data points for FY2007 through FY2009 are subject to revision and will be adjusted accordingly with time to reflect the percentage of offenders who do not return to WDOC within 3 years of release from supervision.

**Story Behind the Last Year of Performance:** Because the measure only considers the success of an offender if the offender does not return to WDOC within three years of release from supervision, the measure for FY09 is an incomplete measure. It reflects those not returning to the WDOC after a current successful termination. The FY09 success rates continue to reflect a positive trend, but are subject to revision until three years have passed since the offender was released from supervision. It is anticipated that this number will decrease over the next three years as some offenders that have recently been released from supervision are likely to return to WDOC.

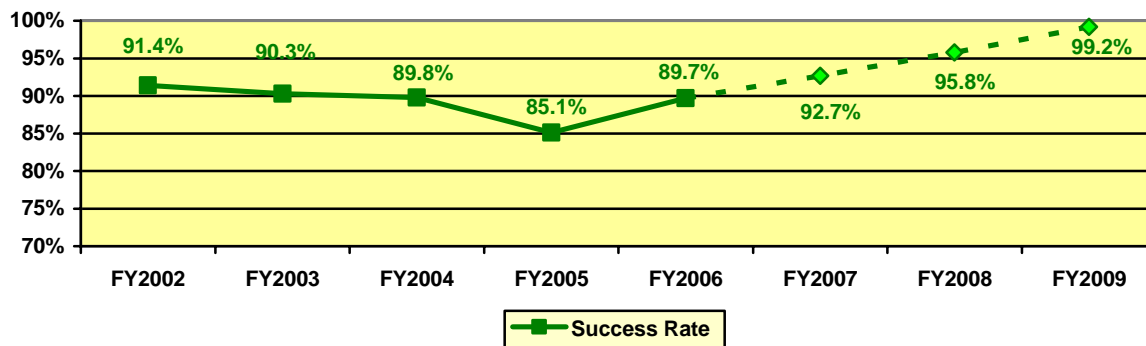
The success rates for FY06 should be considered, as they become definitive numbers under the measure this year. FY06 marks a new low point for the success rates of probationers while that for parolees has improved considerably. It is difficult to explain this trend, though data suggests that more probationers than usual re-offended this past year. The current economic downturn may be partially responsible for the high rate of re-offenses. The reduced success rates could also be, in part, due to the high vacancy and turnover rates experienced by probation and parole agents in FY05.

Challenges faced for community supervision continue to involve increased numbers of offenders under supervision and a turnover rate of 12.4% for field agents in FY09. Workload demand involves increasing numbers of presentence investigations ordered by courts and placement investigations from the Board of Parole, a rise in high risk offenders supervised under enhanced standards, and the need to recruit, hire, train and provide a professional career path for staff. However, success rates within the community for both probation and parole offenders are mostly impacted by offender substance abuse behaviors (*i.e.*, approximately 80% of offenders under supervision have substance abuse issues).

**What has been accomplished?** The main challenge has been to maintain offender success rates with increasing workloads. To address these challenges and most effectively utilize resources, WDOC's focus remains on risk/need assessment, individual case plans, recognizing stages of change, responsivity principles, motivational interviewing and cognitive behavioral intervention. Other efforts initiated include developing partnerships with community treatment providers, improved clinical/substance abuse assessment and treatment referrals, increased efficiency for staff training through utilizing technology and regional trainers, and enhanced training for management staff. Specialized supervision strategies for sex offenders have been implemented and include community containment teams, GPS and polygraphs. Procedures to recognize and award good time for parolees have been implemented. Additionally, an electronic case management system has been initiated which provides capability for real time information, data collection and performance reporting. All of these efforts focus on enhancing staff and community protection and providing opportunity for positive offender change.

**PERFORMANCE MEASURE #3: The percentage of inmates who do not return to prison for a new felony conviction within three years of release from the institution.**

**PRIMARY FUNCTIONS:** Public Safety; Rehabilitation; Case Management



**Note:** Data points for FY2007 through FY2009 are subject to revision and will be adjusted accordingly with time to reflect the percentage of inmates who do not return to prison for a new felony conviction within 3 years of release from the institution.

**Story Behind the Last Year of Performance:** The success rate for FY09 is an incomplete measure as it is defined by those inmates who do not return to prison for a new felony conviction within three years of release from the institution. It is anticipated that the success rate for FY09 will decrease over the next three years as some of those inmate recently released from prison are likely to return under a new felony conviction. WDOC uses a nationally standardized measure of recidivism (*i.e.*, reoccurrence of criminal behavior after intervention by the criminal justice system) as an indicator of inmate rehabilitation. Most offenders returning to prison are returning due to technical violations of parole and not as a result of a new felony conviction. Those offenders who return for non-felony violations of parole are reflected in performance measure #2.

The success rate in FY09 is very high because WDOC engages in rehabilitative programs and interventions during the incarceration of inmates and because incarceration itself acts as a deterrent to future crime. WDOC uses evidence-based crime prevention and individualized risk/needs assessment to direct inmates to “best practice” program opportunities that target an inmate’s criminality and provide opportunities for rehabilitation. The ultimate success of these efforts is established over time.

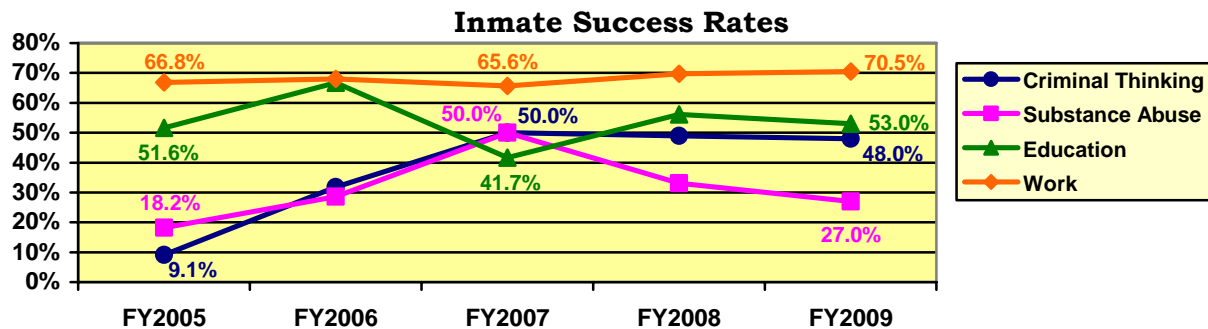
The success rate for FY06 should be considered at this time as this measure becomes fixed this year. It is also worth noting that the rate for FY05 was adjusted this year as the result of data review and corrections. The trend shows a new low point in FY05 with improvement to a more normal level in FY06. The reason for this downturn is likely the result of a combination of increasing inmate population levels, greater instability in staffing, movement of inmates out-of-state, and reduced work and program opportunities. These factors could have reduced the opportunities to help inmates become law-abiding citizens. As improvements are made in those areas, rehabilitation is potentially affected.

**What has been accomplished?** The success rate is impacted by the department’s ability to provide opportunities and interventions that assist inmates in becoming law-abiding citizens. In order to provide more cost-effective operations, several contracted services, such as sex offender treatment, have been reduced. Cutbacks are not below minimum requirements and do not represent safety risks. However, they may have an impact on recidivism rates for the future. The department strives to provide quality interventions utilizing existing resources. Individualized case planning remains an ongoing focus and continued efforts have been made to expand inmate work opportunities. Educational and vocational opportunities continue to be expanded. By targeting individualized risks and needs, treatment and intervention have the greatest probability for success and will have the most impact on recidivism. New audits have been developed for case planning and treatment efforts. Sex offender treatment has been reduced to staff facilitated educational efforts but continues despite reduced resources.

**PERFORMANCE MEASURE #4: The percentage of offenders with assessed programmatic, education, or work needs who completed the recommended treatment or intervention(s).**

**Note:** Programmatic needs include criminal thinking and substance abuse. Measures reflect treatment received prior to completion of the sentence and currently reflect only inmates who exited without parole.

**PRIMARY FUNCTIONS: Rehabilitation; Case Management**



**Story Behind the Last Year of Performance:** In order to change deeply ingrained criminal behaviors, correctional interventions need to be individualized to the specific risks and needs of the offender. Programs considered most effective in reducing future criminal behavior focus on criminal thinking, substance abuse treatment, education services, and developing positive work skills. This measure is a reflection of offenders who were assessed as having specific risks/needs, who completed programming or interventions, and who completed their entire sentence, exiting from the WDOC system. Data for probationers and parolees is not yet available but a newly implemented WDOC data system will enable future reporting of this data.

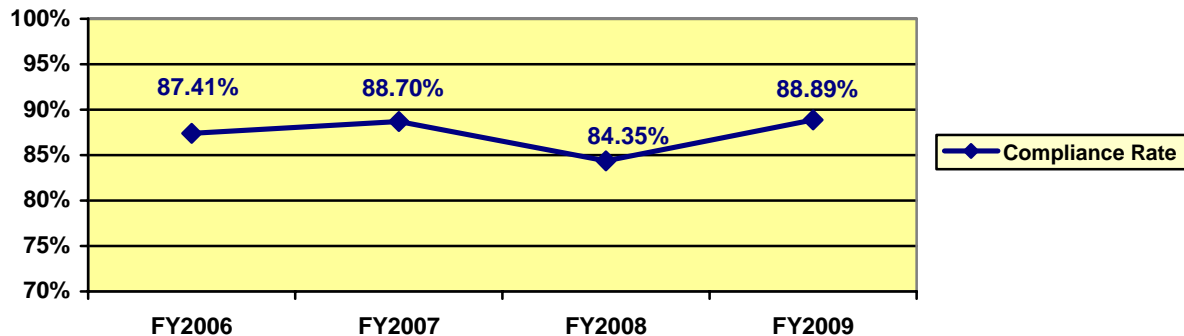
The performance in FY09 shows relative stability with slight declines in the rates of offenders with assessed criminal thinking, substance abuse, and education needs who completed the recommended treatment or intervention. This trend is likely the result of several factors. Data continues to show that a greater percent of inmates receive some treatment but do not complete the full program. Those inmates who tend to be more motivated and who have fewer behavioral problems are more likely to be paroled or to be housed out-of-state. Parolee successes are not reflected in this graph. Housing shortages have caused frequent inmate transfers making it difficult to maintain consistent programs. The number of offenders completing needed programming has increased. However, the overall percentage was lower as more inmates are assessed with programmatic needs. By tracking exiting cohorts, WDOC is able to assess whether or not offenders completed the targeted interventions during their time with WDOC. This measure continues to evolve as the department determines how best to measure the delivery of treatment and interventions to offender populations. All treatment areas for offenders under probation and parole supervision are addressed, but data is not yet collected in a manner that allows for tracking of offenders who received appropriate assessments, were then recommended for programming, and completed the treatment or intervention.

**What has been accomplished?** The department continues to explore the best method for tracking the successes of matching inmates assessed needs with individualized case plans and targeted interventions. Recent audits of inmate case management show improvement in connecting offenders with assessed needs to targeted interventions. Motivational Interviewing has been trained to nearly all department staff and use of this best practice offender management technique will likely result in offenders becoming more engaged in their treatment. Alignment of offender risk/need assessments with individualized case plans continues. WDOC initiated a new data system in order to track probationer and parolee progress. WDOC continues to explore and develop work, education, and programming opportunities for offenders and to match the assessed needs of offenders with appropriate interventions.



**PERFORMANCE MEASURE #5: The percentage of compliance with correctional audit standards.**

**PRIMARY FUNCTIONS:** Public Safety; Correctional Standards; Good Stewardship



**Story Behind the Last Year of Performance:** The corrections profession has established multiple standards as “best practices” within the corrections environment. The American Correctional Association (ACA) has a certification process that measures the performance of an agency against the industry standards. WDOC continues to work toward the ACA accreditation process. To measure compliance with best practice standards, WDOC conducts internal and external audits. By continuing to compare the average compliance rate of various audits, the department is able to measure how well it is doing in meeting identified correctional standards.

The compliance rate for FY09 showed improvement from FY08. Data from individual audits shows relatively high compliance rates for *Classification/Case Management* audits, *Education/Industries/Volunteer* audits, and *Emergency Preparedness* audits with an average compliance rate of 93.75%. The *Environmental Health and Safety* audits brought down the overall compliance rate with an average score of 74.32%. The relatively poor performance on *Environmental Health and Safety* audits was due to increasing safety deficiencies at one facility and two missing inspections at other facilities resulting from staffing issues. However, the overall audit compliance rate reflects a commitment to meeting correctional standards. As the audit processes have become more standard within the department, the institutional compliance rates have improved. Compliance with correctional standards has become an expected norm within the culture of WDOC correctional facilities and contributes to the success of the department in this performance measure.

**What has been accomplished?** WDOC’s work toward the ACA accreditation process continues as we explore accreditation of our first facility in 2010. The National Institute of Corrections also conducted an audit of one WDOC facility in FY09 and rated the WDOC audit instrument above the current NIC document. Staff continue to develop and refine audit instruments to measure correctional standards compliance. Given the standardization of auditing, WDOC continues to audit various areas with the facilities for compliance and establishes corrective action plans for deficiencies. The actual number and types of audits undertaken by WDOC in any given year may vary, but averaging of compliance rates controls for the variance. Additional tracking measures have been developed as the audit process has become increasingly more complex.

The department is continuing to focus efforts developing and carrying-out audits that measure the compliance with department and national standards. Auditing processes have been standardized in an effort to measure percentages of compliance in a consistent manner. Efforts were made to audit the private 100-bed contract substance abuse facility in Casper to ensure compliance with department standards and expectations. With the impending ACA accreditation process growing near, the WDOC will soon be able to measure its compliance with audit standards on a national level.

# Wyoming Department of Corrections Organizational Chart

July 2009

